

SALARIES AND EXPENSES, GENERAL MANAGEMENT AND AGENCY OPERATIONS

PURPOSE OF THE PROGRAM

From 1975 through 1980, the General Management and Agency Operations (GMAO) appropriation provided for policy direction and coordination of all GSA programs by the Administrator, his Deputy, and 11 Regional Administrators; congressional and external affairs staffs; agencywide acquisition policy, planning, and coordination; and financing of administrative services on a centralized and integrated basis.

Prior to 1975, basic functions were supported by the appropriation "Salaries and Expenses, Office of Administrator" and, in 1981, were merged into a new "Salaries and Expenses, General Management and Administration" appropriation.

AUTHORITY FOR THE PROGRAM

This program was authorized by section 101 of the Federal Property and Administrative Services Act of 1949, as amended.

HISTORY OF THE PROGRAM

From agency inception through 1952, executive direction was funded as part of the "Operating Expenses, GSA" appropriation that supported all salaries and expense type effort. When Congress began enacting separate GSA appropriations in 1953, executive direction was included under "Executive Direction and Staff Operations" (EDSO); the title was changed to "Administrative Operations" for 1954 through 1956. These accounts are discussed in other sections of the Digest.

In 1957, a separate appropriation for "Salaries and Expenses, Office of Administrator" was established to cover top policy direction and coordination of all GSA programs, the Office of Congressional Liaison, and Regional Commissioners (now Regional Administrators); since this account was basically the forerunner of GMAO, it is included in the following discussion for comparability. Other staff operations were financed by the "Administrative Operations Fund", discussed in another section of the Digest.

From 1958 through 1961, funding for Regional Commissioners was moved to the AO Fund, as was funding for the Office of Congressional Liaison from 1959 through 1961. In 1958, \$160,000 was also appropriated under "Salaries and Expenses, Office of Administrator" to fund the just-authorized allowances and office facilities for former Presidents; this lasted only one year, as a separate appropriation for this support was established in 1959.

In 1962, funding for the Regional Commissioners, as well as legislative, information, and business service functions, was consolidated under "Salaries and Expenses, Office of Administrator" to centrally finance all top management and related special services.

In 1970, Business Service Center functions were transferred to OE, FSS. GSA Order ADM 5440.41 of September 9, 1970, also transferred all contract compliance functions from the Equal Employment Opportunity Staff of the Office of Administrator to the Office of General Counsel, which was funded by "Salaries and Expenses, Administrative and Staff Support Services" (ASSS), a successor appropriation to the former AO Fund.

GSA Orders ADM 5440.48 and 5440.50, effective May 24, 1972, then established the Office of Civil Rights within the Office of Administrator, transferring to it the functions of the Contract Compliance and Equal Employment Opportunity Staffs. Funding for the Contract Compliance Staff was transferred back to GMAO from ASSS; the EEO staff was already funded under the Office of the Administrator.

In 1973, Executive Order 11717 transferred Federal Management Policy functions from OMB to GSA, effective April 15, 1973, although no funds or positions were provided. In 1974, however, Congress provided additional funds to the Office of Administrator for this function, although corresponding budget authority reductions were made to FSS and PBS (actually a reprogramming through the appropriations process. In 1975, a separate appropriation was established for Federal Management Policy.

In 1975, "Salaries and Expenses, Office of Administrator" was merged into a newly-created appropriation for "Salaries and Expenses, General Management and Agency Operations". At the same time, Civil Rights and Audit activities, previously financed under the AO Fund, were also included under GMAO (the AO Fund expired June 30, 1974). In 1976, funding for the Office of Presidential Materials was added, pursuant to GSA Order ADM 5440.91, effective March 20, 1975.

In 1976, ADM 5440.102 of January 15, 1976 effected a number of major changes. The Office of Presidential Materials was transferred from GMAO to the National Archives and Records Service (effective January 18, 1976), and the Office of Assistant Administrator and Office of Civil Rights were abolished. Contract Compliance functions were reassigned to the Office of General Counsel under GMAO, and EEO functions were transferred to the Office of Administration (OAD), funded under ASSS. Newly established in the Office of Administrator were the Offices of the Executive Secretariat; Policy, Planning, and Evaluation; Public Affairs; Congressional Affairs; and Field Operations. At this point, mail and file functions previously funded by OAD under ASSS, were included in GMAO. GSA Order ADM 5440.107 also transferred the Business Service Centers from FSS to GMAO, and identified them as a separate budget activity.

Effective in 1978, GSA Order ADM 5440.106 of July 22, 1976 established the Office of Audits and Investigations within the Office of Administrator. This included audit functions already funded under GMAO; the Office of Investigations, transferred from OAD under ASSS; and real property investigative functions, previously an ASSS function reimbursed from PBS. This office was changed to the Office of Inspector General pursuant to the Inspector General Act of 1978 (P.L. 95-452). At the instigation of the Senate, a separate supplemental appropriation was provided for the I.G. in 1979, and all I.G. functions were covered by a separate in 1980 (see I.G. section of Digest).

Also in 1979, a new Acquisition Office was established as a separate budget activity within GMAO because of the need for agencywide acquisition policy, planning, and coordination.

In 1980, Business Service Centers were transferred from GMAO, and combined with the Federal Information Centers in a new "Public Services" appropriation. Prior to 1980, the FIC's were a reimbursable activity under Advances and Reimbursements, ASSS.

In 1981, residual GMAO functions were merged with those financed by ASSS, and a new "Salaries and Expenses, General Management and Administration" appropriation was created for all agencywide administrative and overhead support.

DESCRIPTION OF BUDGETARY ACTIVITIES (Inspector General & BSC functions discussed in other Digest sections)

1. Executive Direction. Supported the execution of all agencywide management and administrative functions assigned by the Federal Property and Administrative Services Act of 1949, as amended, as well as the reorganization plans of the President.

2. Acquisition Office. Since 1979, provided for GSA-wide acquisition, supply, and storage management policies, and ensured implementation through surveillance and acquisition management reviews. This Office was also the primary point of contact with the Office of Federal Procurement Policy, administered the Federal Procurement Regulations, and prepared legislation for the agency acquisition program.

DEVELOPMENT OF APPROPRIATION LANGUAGE

The initial appropriation for "Salaries and Expenses, Office of Administrator" was contained in the Independent Offices Appropriation Act of 1957. Development of language from that point, including subsequent change in title to GMAO, is shown through the last appropriation in 1980. Additions are underscored and deletions struck through.

"Salaries and Expenses
General Management and Agency Operations

For expenses of general management and agency operations of activities under the control of the General Services Administration,
\$ _____: *Provided*, That not to exceed \$2,500 shall be available for reception and representation expenses."

BUDGETARY HISTORY OF APPROPRIATIONS
\$(Thousands)

Fiscal -- <u>Year</u>	Estimate <u>to OMB</u>	Presidents <u>Allowance</u>	House <u>Bill</u>	Senate <u>Bill</u>	-----Appropriations Enacted-----		
					<u>Amount</u>	<u>P. L.</u>	<u>Date</u>
<u>Salaries and Expenses, Office of Administrator</u>							
1957	395	395	395	395	395	84-623	6/27/56
1958	264	264	260	260	260	85-69	6/29/57
1959	200	200	200	200	200	85-844	8/28/58
Suppl.	14	14	12	12	12	86-230	9/14/59
1960	225	225	225	225	225	86-255	9/14/59
1961	240	240	240	240	240	86-626	7/12/60
Suppl.	7		(Transferred from S&CM)		7	87-14	3/31/61
1962	250	250	290	290	290	87-141	8/17/61
1963	1,350	1,350	1,350	1,350	1,350	87-741	10/3/62
Suppl.	58	58	55	55	55	88-25	5/17/63
1964	1,400	1,500	1,438	1,438	1,438	88-215	12/19/63
1965	1,560	1,550	1,505	1,530	1,517	88-507	8/30/64
Suppl.	110	110	110	110	110	89-16	4/30/65
1966	1,700	1,650	1,650	1,650	1,650	89-128	8/16/65
1967	1,650		(Revised due to pay act)				
	1,700	1,700	1,700	1,700	1,700	89-555	9/6/66
Suppl.	47	47	47	47	47	90-21	5/29/67
1968	2,005	1,823	1,747	1,747	1,747	90-121	11/3/67
Suppl.	46	46	46	46	46	90-392	7/9/68
1969	1,983	1,944	1,820	1,820	1,820	90-550	10/4/68
Suppl.	106	106	119 1/	119	119	91-47	7/22/69
1970	1,926	1,926	1,926	1,926	1,926	91-126	11/26/69
Suppl.	71	71	71	71	71	91-305	7/6/70
1971	1,971	1,215	1,000	1,215	1,215	91-556	12/17/70
Suppl.	205	205	--	205	--	--	--
Suppl.	94	94	94	94	94	92-18	5/25/71
1972	1,300	1,300		(Revised due to pay act costs)			
	1,368	1,368	1,368	1,368	1,368	92-49	7/9/71
1973	1,425	1,425		(Revised due to pay act costs)			

	1,492	1,492	1,450	1,450	1,450	92-351	7/13/72
1974	1,500	1,500	(Budget amendment)				
	2,900	2,900	2,750	2,750	2,750	93-143	10/30/73
Suppl.	202	202	200	200	200	93-305	6/8/74
<u>S&E, General Management and Agency Operations</u>							
1975	15,362	16,095	10,200	10,650	10,650	93-381	8/21/74
Suppl.	53	--	--	--	--	--	--
1976	12,747		(Budget Amendment)				
	12,887	12,887	12,000	12,000	12,000	94-91	8/9/75
Suppl.	183	183	183	183	183	94-303	6/1/76
TRANS QTR	3,053	3,053	3,000	3,000	3,000	94-91	8/9/75
Suppl.	114	114	114	114	114	94-303	6/1/76
1977	13,381	12,636		(Revised due to functional transfers)			
	7,361	6,616	6,616	6,616	6,616	94-363	7/14/76
Suppl.	675	675	--	--	--	--	--
Suppl.	425	425	425	425	425	95-26	5/4/77
1978	13,535	13,535	12,860	12,860	12,860	95-81	7/31/77
Suppl.	739	739	739	739	739	95-355	9/8/78
1979	15,228	14,476	13,800	14,800	14,800	95-429	10/10/78
Suppl.	732	732	732	732	732	96-38	7/25/79
1980	25,250	18,988	18,988	6,675 <u>2/</u>	6,675	96-74	9/29/79
Suppl.	445	445	--	--	--	--	--
Furniture Rescission				(-) 52	96-304	7/8/80	

NOTES:

1/ Amended by House Doc. 91-94 to provide for additional costs of new executive pay increases.

2/ Office of Inspector General established as separate appropriation for \$18,874 thousand.

FUNDS AVAILABLE, OBLIGATIONS, AND OUTLAYS
\$(Thousands)

<u>Fiscal Year</u>	<u>Appropriation</u>	<u>Transfers</u>	<u>Total Availability</u>	<u>Obligations During Year</u>	<u>Unoblig. Balances</u>	<u>Outlays</u>
<u>Salaries and Expenses, Office of Administrator</u>						
1957	395	- 226 <u>1/</u>	169	163	6	369
1958	260	- 60 <u>2/</u>	200	187	13	225
1959	212	--	212	209	3	362
1960	225	--	225	198	27	198
1961	247	851 <u>3/</u>	1,098	1,096	2	240
1962	290	995 <u>3/</u>	1,285	1,267	18	1,205
1963	1,405	--	1,405	1,354	51	1,347
1964	1,438	28 <u>4/</u>	1,466	1,448	18	1,436
1965	1,627	--	1,627	1,584	43	1,577
1966	1,650	33 <u>5/</u>	1,683	1,662	21	1,644

<u>Fiscal Year</u>	<u>Appropriation</u>	<u>Transfers</u>	<u>Rcpts and Reimbursm</u>	<u>Total Availability</u>	<u>Obligations During Year</u>	<u>Unoblig. Balances</u>	<u>Outlays</u>
<u>Salaries and Expenses, Office of Administrator (Continued)</u>							
1967	1,747	--	--	1,747	1,728	19	1,781
1968	1,793	--	--	1,793	1,747	46	1,747

1969	1,939	36 <u>6/</u>	--	1,975	1,955	20	1,925
1970	1,997	- 763 <u>7/</u>	--	1,234	1,172	62	1,206
1971	1,309	--	--	1,309	1,263	46	1,229
1972	1,368	32 <u>8/</u>	--	1,400	1,271	129	1,281
1973	1,450	30 <u>9/</u>	--	1,480	1,425	226	2,724
1974	2,950	--	--	2,950	2,725	226	2,724

S&E, General Management and Agency Operations

1975	10,650	157 <u>10/</u>	--	10,807	10,054	753	9,545
1976	12,183	- 2,719 <u>11/</u>	--	9,464	9,153	311	9,379
TRANS QTR	3,114	- 1,150 <u>12/</u>	5	1,969	1,572	397	1,510
1977	7,041	1,820 <u>13/</u>	4	8,865	8,647	218	8,428
1978	13,599	55 <u>14/</u>	--	13,654	12,603	1,051	12,210
1979	15,532	1,546	--	17,078	15,706	1,372	15,626
1980	6,623	400	--	7,023	6,767	256	7,327

1/ Transfer of Regional Commissioners and secretaries to AO Fund.

2/ Transfer of Congressional Liaison function to AO Fund.

3/ Transfer of Legislative and Business Services and Regional Commissioners from AO Fund.

4/ Transfer from OE, UDS under 2% transfer authority.

5/ Transfer from OE, UDS for pay act costs under Federal Employees' Salary Act of 1965.

6/ Transfer from OE, FSS under 2% transfer authority.

7/ Transfer of Business Services functions to OE, FSS.

8/ Transfer of funds released from reserve.

9/ Transfer from Indian Trust Accounting for pay act costs.

10/ Transfer from AID and NASA to Office of Civil Rights for Contract Compliance.

11/ Transfer of Presidential Materials to OE, NARS, and Offc. of Civil Rights to S&E, ASSS.

12/ Balance of \$311 thousand available from 1976, offset by \$1,461 thousand transferred to OE, NARS and ASSS for functions noted in preceding footnote.

13/ Transfer of Business Service Centers from OE, FSS.

14/ Committee Management Secretariat transferred to GMAO on 11/20/77.

OBLIGATIONS BY BUDGETARY ACTIVITIES
\$(Thousands)

<u>Fiscal Year</u>	<u>Exec. Direct</u>	<u>Legis. & Inform. Services</u>	<u>Business Services</u>	<u>Federal Mgmnt Policy</u>	<u>Civil Rights</u>	<u>Audits/ Insp Gen</u>	<u>Acquis. Policy</u>	<u>Total Obligations</u>
<u>Salaries and Expenses, Office of Administrator</u>								
1957	163	--	--	--	--	--	--	163
1958	187	--	--	--	--	--	--	187
1959	209	--	--	--	--	--	--	209
1960	198	--	--	--	--	--	--	198
1961	549	167	379	--	--	--	--	1,096

1962	621	182	464	--	--	--	--	1,267
1963	609	216	529	--	--	--	--	1,354
1964	636	247	566	--	--	--	--	1,448
1965	698	259	627	--	--	--	--	1,584
1966	752	265	645	--	--	--	--	1,662
1967	797	265	666	--	--	--	--	1,728
1968	806	253	687	--	--	--	--	1,747
1969	936	283	737	--	--	--	--	1,955
1970	770	401	(to OE, FSS)	--	--	--	--	1,172
1971	812	451	--	--	--	--	--	1,263
1972	832	438	--	--	--	--	--	1,271
1973	964	461	--	--	--	--	--	1,425
1974	1,106	464	--	1,156 <u>1/</u>	--	--	--	2,725

S&E. General Management and Agency Operations

1975	2,722	(incl. Exec. Dir)	--	--	4,495	2,837	--	10,054
1976	3,212	--	--	--	2,855 <u>2/</u>	3,086	--	9,153
TRANS QTR	794	--	--	(from OE, FSS)	5	773	--	1,572
1977	3,592	--	1,887	--	--	3,168	--	8,647
1978	3,985	--	2,038	--	--	6,580	--	12,603
1979	4,190	--	2,108	--	--	8,457	951	15,706
1980	4,108	--	(to Pub. Svcs)	--	--	(Sep. Appn)	2,659	6,767

1/ One year only, after which separate appropriation was enacted.

2/ Part-year costs only: function transferred to S&E, ASSS.

EMPLOYMENT DATA BY BUDGETARY ACTIVITIES

	Executive Direction			Legis. & Info Svcs			Business Services			Grand Total		
	Dept	Field	Total	Dept	Field	Total	Dept	Field	Total	Dept	Field	Total
1957												
Perm. Positions	19	--	19	--	--	--	--	--	--	19	--	19
Average Employment	18	--	18	--	--	--	--	--	--	18	--	18
Avg Grade & Salary	GS 8.0/\$6,435		--	--	--	--	--	--	--	GS 8.0/\$6,435		
1958												
Perm. Positions	20	--	20	--	--	--	--	--	--	20	--	20
Average Employment	18	--	18	--	--	--	--	--	--	18	--	18
Avg Grade & Salary	GS 8.9/\$6,928		--	--	--	--	--	--	--	GS 8.9/\$6,928		
1959												
Perm. Positions	21	--	21	--	--	--	--	--	--	21	--	21
Average Employment	20	--	20	--	--	--	--	--	--	20	--	20
Avg Grade & Salary	GS 9.3/\$8,044		--	--	--	--	--	--	--	GS 9.3/\$8,044		
1960												
Perm. Positions	19	--	19	--	--	--	--	--	--	19	--	19
Average Employment	18	--	18	--	--	--	--	--	--	18	--	18
Avg Grade & Salary	GS 8.8/\$7,525		--	--	--	--	--	--	--	GS 8.8/\$7,525		
1961												
Perm. Positions	27	22	49	17	--	17	4	44	48	48	66	114
Average Employment	24	21	45	15	--	15	4	42	46	43	63	106
Avg Grade & Salary	GS 10.8/\$10,046			GS 10.5/\$9,371			GS 7.4/\$6,822					

1962	Perm. Positions	33	25	58	17	--	17	5	59	64	55	84	139						
	Average Employment	27	22	49	16	--	16	4	52	56	47	74	121						
	Avg Grade & Salary	GS 10.5/\$9,733			GS 10.4/\$9,315			GS 7.6/\$6,663			GS 9.1/\$8,247								
1963	Perm. Positions	31	22	53	20	--	20	5	63	68	56	85	141						
	Average Employment	28	21	49	18	--	18	4	58	62	50	79	129						
	Avg Grade & Salary	GS 10.3/\$10,076			GS 10.4/\$9,764			GS 7.5/\$6,974			GS 8.9/\$8,513								
1964	Perm. Positions	28	22	50	22	--	22	4	59	63	54	81	135						
	Average Employment	26	22	48	20	--	20	4	57	61	50	79	129						
	Avg Grade & Salary	GS 10.5/\$10,695			GS 10.4/\$10,288			GS 8.1/\$7,861			GS 9.3/\$9,285								
1965	Perm. Positions	28	22	50	18	--	18	4	59	63	50	81	131						
	Average Employment	26	20	46	18	--	18	4	59	63	48	79	127						
	Avg Grade & Salary	GS 10.4/\$11,841			GA 10.3/\$11,282			GS 8.1/\$8,405			GS 9.2/\$10,076								
1966	Perm. Positions	30	22	52	18	--	18	4	64	68	52	86	138						
	Average Employment	28	21	49	18	--	18	4	58	62	49	79	128						
	Avg Grade & Salary	GS 10.3/\$12,327			GS 10.3/\$11,743			GS 8.1/\$8,831			GS 9.2/\$10,492								
1967	Perm. Positions	27	24	51	17	--	17	5	58	63	49	82	131						
	Average Employment	28	22	50	17	--	17	5	56	61	50	78	128						
	Avg Grade & Salary	GS 10.7/\$13,337			GS 10.3/\$11,714			GS 8.2/\$9,185			GS 9.4/\$11,091								
1968	Perm. Positions	28	24	52	17	--	17	4	59	63	49	83	132						
	Average Employment	27	20	47	15	--	15	4	58	62	46	78	124						
	Avg Grade & Salary	GS 10.4/\$13,934			GS 10.3/\$12,355			GS 8.4/\$9,828			GS 9.4/\$11,733								
1969	Perm. Positions	24	24	48	18	--	18	3	60	63	45	84	129						
	Average Employment	23	24	47	17	--	17	3	58	61	43	82	125						
	Avg Grade & Salary	GS 11.2/\$15,949			GS 10.0/\$12,574			GS 8.5/\$10,767			GS 9.7/\$12,903								
1970	Perm. Positions	9	25	34	24	--	24	(Transfer to FSS)			33	25	58						
	Average Employment	9	24	33	21	--	21	--	--	--	29	24	53						
	Avg Grade & Salary	GS 12.0/\$19,265			GS 10.3/\$14,171			--	--	--	GS 11.3/\$17,135								
1971	Perm. Positions	13	23	36	20	--	20	--	--	--	33	23	56						
	Average Employment	10	22	32	19	--	19	--	--	--	29	22	51						
	Avg Grade & Salary	GS 11.7/\$19,336			GS 10.7/\$16,645			--	--	--	GS 11.4/\$18,371								
1972	Perm. Positions	13	23	36	19	--	19	--	--	--	32	23	55						
	Average Employment	8	22	30	16	--	16	--	--	--	24	22	46						
	Avg Grade & Salary	GS 11.4/\$19,741			GS 10.6/\$17,042			--	--	--	GS 11.1/\$18,807								
1973	Perm. Positions	15	23	38	17	--	17	--	--	--	32	23	55						
	Average Employment	15	22	37	15	--	15	--	--	--	30	22	52						
	Avg Grade & Salary	GS 11.8/\$20,234			GS 10.8/\$16,733			--	--	--	GS 11.5/\$19,152								
1974	Fed Mgmnt Policy (1 Year Only)																		
	Perm. Positions	17	23	40	15	--	15	50	--	50	82	23	105						
	Average Employment	17	21	38	15	--	15	36	--	36	68	21	89						
	Avg Grade & Salary	GS 11.8/\$19,819																	
	(Included in Exec Direction after 74)																		
	Exec. Direct.			Civil Rights			Business Svcs			Audit/Inves/IG			Acquis. Policy			Grand Total			
	Dept	Fld	Tot	Dept	Fld	Tot	Dept	Fld	Tot	Dept	Fld	Tot	Dept	Fld	Tot	Dept	Fld	Tot	
1975	Perm. Posit.	60	40	100	53	190	243	--	--	--	123	--	123	--	--	--	236	230	466
	Avg Empl.	45	33	78	52	171	223	--	--	--	109	--	109	--	--	--	206	204	410
	Avg Grade/Sal.	GS 10.8/\$17,029																	

Perm. Posit.	62	42	104	*	*	*	--	--	--	113	--	113	--	--	--	175	42	217	
Avg Empl.	54	36	90	29	104	133	*	--	--	--	112	--	112	--	--	--	195	140	335
Avg Grade/Sal.																	GS 11.4/\$19,551		
1977																			
Perm. Posit.	60	33	93	--	--	--	4	68	72	99	--	99	--	--	--	--	163	101	264
Avg Empl.	62	36	98	--	--	--	4	68	72	99	--	99	--	--	--	--	165	104	269
Avg Grade/Sal.																	GS 10.6/\$22,720		
1978																			
Perm. Posit.	65	29	94	--	--	--	3	65	68	211	--	211	--	--	--	--	279	94	373
Avg Empl.	67	29	96	--	--	--	3	67	70	214	--	214	--	--	--	--	284	96	380
Avg Grade/Sal.																	GS 10.64/\$22,384		
1979																			
Perm. Posit.	44	39	83	--	--	--	(To Pub Svcs)			344	--	344	75	--	75	--	463	39	502
Avg Empl.	46	39	85	--	--	--	--	--	--	347	--	347	78	--	78	--	471	39	510
Avg Grade/Sal.																	GS 9.61/\$21,962		
1980																			
Perm. Posit.	39	65	104	--	--	--	--	--		(Sep. Appn)			61	--	61	--	100	65	165
Avg Empl.	41	68	109	--	--	--	--	--	--	--	--	--	63	--	63	--	104	68	172
Avg Grade/Sal.																	GS 8.77/\$31,859		

* No positions and man years for one-half year due to transfer of function to S&E, ASSS.